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Report of the Secretary-General on the restoration of constitutional order in Guinea-Bissau

I. Introduction

1. The present report is submitted pursuant to Security Council resolutions 2048 (2012) and 2103 (2013), and covers major political, security, human rights, humanitarian and socioeconomic developments in Guinea-Bissau since my report of 14 February 2014 (S/2014/105).

II. Restoration of and respect for constitutional order

A. Political situation

1. Overview of the political situation in the country

2. The reporting period was marked by significant progress in efforts to return the country to constitutional order, in particular through the holding of legislative and presidential elections on 13 April.

3. Following the delayed conclusion of the voter registration process on 10 February, the Transitional President, Manuel Serifo Nhamadjo, held consultations with political parties and other national stakeholders to determine a new date for the elections, originally scheduled for 16 March. On 21 February, the Transitional President issued a presidential decree announcing that the general elections would take place on 13 April. On 6 March, the National Assembly held an extraordinary session to ratify the new electoral timelines proposed by the Transitional President.

4. On 3 March, the Transitional President announced publicly that he would not contest the presidential election. The announcement put an end to controversy over his possible candidacy, which had been prohibited under the transitional political pact of May 2012.

5. During the period under review, internal divisions over leadership persisted within the African Party for the Independence of Guinea and Cabo Verde (PAIGC). On 21 February, a group of nine supporters of Braima Camará, a leading candidate for the PAIGC leadership, lodged a complaint with the Regional Court of Bissau

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regarding the process utilized during the party's national congress to select members of the Central Committee, the Political Bureau and the legal department. On 24 February, those supporters accused the new PAIGC leader, Domingos Simões Pereira, and the chair of the national congress of nepotism and bias against other supporters of Mr. Camará. They argued that, although they were not contesting Mr. Simões Pereira's victory, they had been forced to take legal action because of his unwillingness to promote dialogue. On 4 March, the Regional Court of Bissau rejected the complaint on the grounds that the plaintiffs had failed to utilize the party's dispute resolution mechanisms.

6. On 3 March, the PAIGC Central Committee elected José Mário Vaz, former Minister of Finance in the deposed government and former Mayor of Bissau, as its presidential candidate. Mr. Vaz was elected from among eight other candidates, including former Prime Minister Carlos Gomes Júnior. The Central Committee also approved the final list of PAIGC candidates in the legislative election. On 5 March, PAIGC submitted to the Supreme Court its lists of candidates for the presidential and legislative elections. The next day, the Prosecutor General petitioned the Supreme Court to disqualify Mr. Vaz as the PAIGC candidate, on the grounds that a criminal investigation had been conducted into corrupt activities allegedly committed by Mr. Vaz in February 2013. On 12 March, the Supreme Court rejected the request of the Prosecutor General on the basis that Mr. Vaz had not been convicted of any crime. The Supreme Court concluded that Mr. Vaz was entitled to his full political rights, stating that there were no legal impediments to him running in the elections. On 13 March, PAIGC filed a request in the Bissau Court of Appeals to lift the travel restrictions imposed on Mr. Vaz by the Prosecutor General in February 2013.

7. On 18 March, the Supreme Court released a list of 15 eligible political parties that would participate in the legislative election and 13 eligible presidential candidates, five of whom were independent candidates. Eight presidential candidates, including one woman, were not endorsed owing to their failure to meet some administrative requirements outlined in the electoral law.

8. On 20 March, 12 presidential candidates, including Abel Incada of the Social Renewal Party (PRS), Mr. Vaz (PAIGC), Nuno Gomes Nabiam (independent) and Paulo Gomes (independent), signed an electoral code of conduct that had been advocated by civil society organizations, religious leaders and trade unions. The code of conduct, which was developed with the support of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), was also signed by 10 political parties, including PAIGC and PRS. The 21-day electoral campaign was officially launched on 22 March.

9. On 20 March, a PRS delegation led by the party's president, Alberto Nambeia, informed my Special Representative in Guinea-Bissau and Head of UNIOGBIS, José Ramos-Horta, that a PRS candidate to the parliament, Mário Fambé, had been abducted by armed men that day and was being detained in the armed forces headquarters in Amura, Bissau. Following démarches by the PRS leadership, the Transitional Prime Minister, Rui Duarte de Barros, and key international partners in Bissau, Mr. Fambé was eventually released on 21 March. He was subsequently hospitalized for injuries reportedly sustained from beatings while in detention. The PRS presidential candidate, Mr. Incada, condemned the intimidation of PRS leaders in a press conference on 20 March. He also denied rumours that he had withdrawn

from the presidential race and that he was in talks with the independent candidate Mr. Nabiam.

10. On 21 March, my Special Representative convened a meeting of the African Union, the Community of Portuguese-speaking Countries (CPLP), the Economic Community of West African States (ECOWAS) and the European Union to discuss the prospective post-election environment, as well as the detention of Mr. Fambé. On 22 March, my Special Representative, along with the special representatives of the African Union, CPLP and ECOWAS, met with the Transitional President to convey the concerns of international partners regarding acts of political intimidation in the country.

11. On 25 March, the Transitional President convened a meeting of the Supreme Council for National Defence, at which discussions were held on, inter alia, the abduction and detention of Mr. Fambé. The Transitional President subsequently told the media that the military had informed him that it considered Mr. Fambé to be a deserter and that it had arrested him to prevent him, as a serving military officer, from running in the elections. The Transitional President stated that, in his view, there could be no justification for the violence that had been inflicted on Mr. Fambé. He added that the military had reaffirmed its commitment to zero tolerance for any disruption of the elections and to ensuring security during the electoral process.

12. On 4 April, former President Koumba Yalá died of a heart attack at his home in Bissau. Mr. Yalá had been actively campaigning on behalf of independent presidential candidate Mr. Nabiam. On the same day, the Transitional Government issued a decree announcing that there would be a three-day period of national mourning, accompanied by a suspension of electoral campaigning. The Transitional President also announced, on 4 April, that Mr. Yalá would be granted a State funeral after the elections. At a press conference held on the same day, my Special Representative called for calm in the country, requested that Mr. Yalá's death not be politicized and urged Mr. Yalá's supporters to show respect for the former leader's legacy by maintaining peace during the electoral process.

13. On 13 April, the elections were held as scheduled. The international election observer missions, which included the African Union (led by former President of Mozambique Joaquim Chissano), ECOWAS (led by former interim President of Liberia Amos Sawyer), the International Organization of la Francophonie (led by former President of Cabo Verde António Mascarenhas Monteiro), CPLP (led by former Minister of Foreign Affairs Leonardo Simão of Mozambique), the European Union (led by member of the European Parliament Krzysztof Lisek) and the West African Economic and Monetary Union (led by member of the parliament of Côte d'Ivoire Lassana Dosso) unanimously assessed the elections to have been peaceful, free, fair and transparent despite minor technical problems.

14. On 16 April, the President of the National Electoral Commission announced the provisional results of the elections. The PAIGC presidential candidate, Mr. Vaz, had obtained 40.98 per cent of the votes and the independent candidate, Mr. Nabiam, had obtained 25.14 per cent of the votes. In accordance with the electoral laws, since no candidate obtained at least 50 per cent plus one vote, the two candidates with the highest number of votes, in other words Mr. Vaz and Mr. Nabiam, will compete in a presidential run-off election. On 18 April, the Commission announced that PAIGC had won the two seats allocated to the diaspora in the legislative election, bringing the party's total number of seats to 57 (of a total

of 102 seats). PRS had 41 seats, the Democratic Convergence Party (PCD) had 2 seats and the New Democracy Party (PND) and the Union for Change Party had one seat each.

15. While the PAIGC and the PRS leadership expressed their acceptance of the results, the leaders of PCD and PND announced that they would not accept the results of the legislative election, arguing that their parties had won more seats than those indicated by the National Electoral Commission. On 18 April, PND lodged a complaint with the Commission regarding the election results. On 22 April, the PCD leader told the press that, in the interest of peace, his party would not pursue its complaint.

16. On 23 April, the National Electoral Commission announced the final results of the elections, confirming the leading position of PAIGC in the legislative election and the results of the two front-runners in the presidential election. The Commission also announced a record voter turnout of 89.29 per cent. Since no candidates or political parties had submitted an appeal within 48 hours of the announcement of the provisional results, the Supreme Court of Justice did not have to intervene in the process. As a result, the Commission announced that the second round of the presidential election would take place on 18 May.

2. Overview of the human rights situation in the country

17. No significant progress was made in the areas of human rights protection and the fight against impunity. On the contrary, there were new cases of politically motivated violence and intimidation against election candidates, as well as of interference in the administration of justice.

18. On 17 March, four of the eight men detained by the Judiciary Police in connection with the murder of a Mauritanian shopkeeper in Bissau on 29 January were formally indicted by the Office of the Prosecutor General. Five of the suspects, who had initially been detained at the armed forces headquarters, lodged a criminal complaint with the Judiciary Police for injuries sustained while in military detention.

19. On 17 March, the Regional Court of Bissau postponed, for the fourth time, the trial of 12 suspects accused of the murder of a Nigerian national on 8 October 2013. While the accused had been detained since 12 December 2013, neither their preventive nor pretrial detention were in accordance with national law.

20. On 19 March, a lawyer representing former employees of the port authority of Guinea-Bissau who had been accused of diverting public funds allegedly offered the investigating prosecutor a bribe of approximately $20,000 and later another of $100,000 to file away the investigation. The lawyer was detained by the Judiciary Police but released on 20 March without charge. On 21 March, the investigating prosecutor reported that his life had been threatened and requested protection and support to leave the country. He left the country on 24 March but returned a few days later.

21. During the reporting period, the suspect arrested on 18 November 2013 for the severe beating of the Minister of Transportation and Communications of the Transitional Government was released. Eight other suspects who had been interrogated between 12 and 15 November 2013 were never arrested.

22. On 3 April, candidates and parties participating in the general elections signed a manifesto on the adoption of a new agenda for the rights of the child in Guinea-Bissau immediately following the elections. The manifesto was promoted through a national awareness-raising campaign that was launched in December 2013 with the support of the United Nations Children's Fund (UNICEF) (see www.republicadimininushoje.org/). The campaign brings together more than 350 children and youth organizations representing all regions of Guinea-Bissau, including the National Children's Parliament, the National Youth Council, the Network of Children and Young Journalists and the Confederation of Associations of Students of Guinea-Bissau. The manifesto, which was endorsed in December 2013 by various eminent persons and more than 100 alliances of national and regional organizations, states that the fulfilment of the rights of the child cannot be postponed.

3. Regional and international efforts towards the restoration of and respect for constitutional order

23. On 28 and 29 March, the ECOWAS Authority of Heads of State and Government held its forty-fourth ordinary session in Yamoussoukro. During the meeting, which was attended by the Transitional President and UNIOGBIS, the Authority decided to extend the mandate of the ECOWAS Mission in Guinea-Bissau (ECOMIB) until 31 December 2014 and to extend the transition period until the inauguration of the legitimate authorities. In a communiqué issued at the end of the meeting, the Authority cautioned members of the defence and security forces, as well as politicians, against carrying out any acts that may disrupt the smooth conduct of the electoral process. In addition, it encouraged the political parties, the candidates and their supporters to resort exclusively to peaceful and legal means in seeking to redress any grievances. Finally, it urged the African Union and the rest of the international community to expedite the lifting of sanctions imposed on Guinea-Bissau and to unite with ECOWAS in facilitating the adoption and implementation of a consensual post-electoral programme aimed at reforming State institutions.

24. During the period under review, my Special Representative focused his good offices mainly on promoting regional and international cooperation to create a political and security environment conducive to the general elections. In this regard, he engaged in successive consultative meetings and participated in other forums with regional and international partners, both in Bissau and abroad.

25. My Special Representative also continued to liaise with international stakeholders, including the Peacebuilding Commission, to ensure that the international community sustains its engagement in Guinea-Bissau beyond the elections. In his discussions with international partners, he shared information on the work of the National Commission for Planning and Strategic Coordination (NCPSC), which was created in July 2013 to define the priorities for the remainder of the transition and its immediate aftermath. Moreover, my Special Representative continued to facilitate the development of a governance efficacy amelioration programme aimed at promoting the rebuilding of State institutions in consultation with ECOWAS, NCPSC, the United Nations country team and other international partners. With the support of the United Nations in Guinea-Bissau, NCPSC is also preparing for a post-election donor pledging conference that will be convened as soon as possible following the elections.

26. On 1 April, the Guinea-Bissau configuration of the Peacebuilding Commission issued a press statement emphasizing that elections were only the first step towards the restoration of constitutional order in the country, and that the polls would need to be followed by essential reforms to ensure lasting stability and democratic consolidation. The configuration expressed concern about recent episodes of political violence and condemned any attempt to use fear and intimidation as political tools. The configuration further reaffirmed its readiness to serve as a coordinating platform to help devise medium and long-term resource mobilization strategies in support of nationally led initiatives that advance key peacebuilding objectives. Moreover, the configuration took note of my Special Representative's proposal for a governance efficacy amelioration programme and acknowledged the important, leading role being played by ECOWAS in support of the modernization of the defence and security sectors in Guinea-Bissau.

27. As the Peacebuilding and Recovery Facility of the Peacebuilding Fund remains suspended, the Fund has provided approximately $5 million under the Immediate Response Facility for projects to help create an environment conducive to the conduct of elections. That financial contribution has enabled the United Nations to support the work of NCPSC, promote labour-intensive employment for women and youth, support the National Electoral Commission, strengthen electoral security, enhance the watchdog role of the national media and promote women's participation in the elections as candidates, voters and monitors.

28. On 10 April, the President of Ghana, John Dramani Mahama, visited Bissau in his capacity as the Chair of ECOWAS and as part of efforts by subregional organizations to assist in defusing political tensions and promoting peaceful and credible elections in Guinea-Bissau. During his visit, he met with the transitional authorities, the armed forces leadership and international partners and told the media that the military leadership had given him total guarantees that they would not interfere in the electoral process.

4. Efforts towards a democratic electoral process

29. Following the conclusion of the voter registration process on 10 February, the government technical electoral support office printed and displayed the provisional voters' list from 18 February to 4 March, in accordance with the legal requirements related to the exhibition of and challenges to the list. On 18 March, the support office handed over to the National Electoral Commission the final voters' list containing 775,508 voters, of whom 402,966 were women and 22,312 were members of the diaspora. The list consisted of 95.6 per cent of the estimated voter population.

30. While the voter registration and nomination processes for presidential and legislative candidates were being conducted, the National Electoral Commission continued its efforts to make logistical preparations for the polls. The United Nations Development Programme (UNDP) provided technical and financial support to the Commission through the multi-donor basket fund in support of elections. Arrangements for the printing and dissemination of ballot papers and miscellaneous election documents were completed on 31 March, allowing for their delivery to Bissau on 3 April. Following the completion of a mapping exercise of polling stations throughout the country, prepared with the support of the regional electoral commissions, the National Electoral Commission finalized the electoral map of

polling stations. The map provided for 3,018 polling stations in the country and 54 polling stations in the diaspora.

31. On 15 March, the National Electoral Commission launched a civic education campaign in all regions of the country with the support of UNDP. The campaign focused on emphasizing the reasons to vote given that most national actors involved in election preparations were of the view that voters already knew how to vote. The campaign included door-to-door activities and the broadcasting of programmes on community, private and public radio stations and on national television. In March, the Commission led the training of trainers of polling station officers, regional trainers and polling station officers, with the support of UNDP.

32. UNIOGBIS too provided continuous support to national stakeholders. On 21 March, at the beginning of the electoral campaign, my Special Representative had a message calling for peaceful elections broadcast regularly on four national radio stations until 11 April. He also had a video message broadcast on national and international television and by news agencies at the end of the electoral campaign period. UNIOGBIS produced seven radio programmes, including on voter registration, the electoral code of conduct, electoral security, women in politics, environmental protection, the role of the international community and the United Nations.

33. On 2 and 3 April, UNIOGBIS held a two-day training workshop for election agents, organized in partnership with the National Electoral Commission and the Faculty of Law of the University of Bissau. A total of 35 participants representing 12 political parties and 9 candidates attended the workshop.

34. UNIOGBIS and ECOMIB provided technical support to the joint command of the Minister of the Interior and the Minister of Defence of the Transitional Government, which was established to monitor the implementation of the national electoral security plan for 2014. At the request of the Transitional Government, UNIOGBIS conducted training courses on the electoral security process for 1,672 police and military personnel. One police officer and one military adviser from UNIOGBIS were co-located with the joint command to assist with the planning, monitoring and coordination of election security arrangements in Bissau and in the country's regions, in close cooperation with the African Union and ECOMIB.

35. The international partners of Guinea-Bissau deployed eight election observer missions to the country, comprised of 542 international election observers, including 32 long-term observers. The missions were from the African Union (56), CPLP (57), ECOWAS (273), the European Union (59), the European Parliament (13), the International Organization of la Francophonie (16), the non-governmental organization Ideal (4), the joint Timor-Leste and New Zealand mission (26), the United Kingdom of Great Britain and Northern Ireland (10), the United States of America (16) and the West African Economic and Monetary Union (12). Although there is no statutory provision for domestic election observation, national civil society organizations deployed some 880 monitors nationwide to observe the process from outside the polling stations.

B. Security situation

36. During the reporting period, the security situation remained relatively stable. At the end of the meeting of ECOWAS chiefs of defence staff held in Bissau on 19 February, the Guinea-Bissau Chief of General Staff of the armed forces, General António Indjai, promised zero tolerance for fraud in the general elections. The media also quoted him as saying that the elections would be transparent and security would be total.

37. Notwithstanding the commitment by the armed forces' leadership to ensuring security during the electoral process, concerns remained about the security of presidential and legislative candidates. On 6 March, Faustino Imbali — a former Prime Minister, leader of the Party of the People's Manifest and an aspiring presidential candidate — informed UNIOGBIS that, on 5 March, five uniformed military personnel had confiscated a vehicle allegedly given to him by General Indjai. Mr. Imbali explained that the five individuals had justified their action by stating that he had not complied with a request from General Indjai that he withdraw from the presidential race in order to favour Mr. Nabiam.

38. According to the approved national electoral security plan, the military were on call and had a reserve capacity role for contingency situations. Although the police and the National Guard were expected to provide security to all candidates, some of the candidates who had expressed concern about harassment by the military requested and received protection from ECOMIB.

III. Socioeconomic and humanitarian situation

39. The socioeconomic situation in Guinea-Bissau continued to be very challenging during the period under review, especially as the country did not receive any budgetary assistance in the first quarter of 2014.

40. On 13 February, a delegation from the International Monetary Fund (IMF) completed a three-day mission to Bissau. In a communiqué issued at the end of the mission, the IMF delegation noted that the economy had not recovered from the economic and political consequences of the coup d'état of April 2012, and estimated that the economy would grow at a rate of only 0.3 per cent in 2013. The IMF delegation also noted that low levels of revenue-gathering and of international financial assistance had led to a build-up in salary arrears owed to civil servants, accounting for 1.2 per cent of the gross domestic product.

41. A high-level delegation of the Group of Seven Plus fragile States, visited Guinea-Bissau from 5 to 15 March to conduct a preliminary assessment on the implementation of the New Deal for Engagement in Fragile States. The delegation, which was led by the president of the Group, the Minister of Finance of Timor-Leste, Emilia Pires, met with the Council of Ministers of the Transitional Government, parliamentarians and representatives of the private sector and civil society organizations. The delegation worked in close partnership with NCPSC and the Ministry of the Economy. On 10 March, Mrs. Pires briefed the international partners of Guinea-Bissau in Bissau on the mission and outlined proposals for a fragility assessment to be conducted after the elections, with a view to assisting the national authorities in determining national priorities to be presented at a donor pledging conference.

42. Although a social pact for the education sector was signed by the Transitional Government and teachers' unions in December 2013, strikes continued owing to the fact that an agreed operation to confirm and produce a single list of teaching staff had not been completed. The single list was intended to facilitate the disbursement of payments to teachers from World Bank funds. The health union announced a 5-day strike and the teachers' union announced a 30-day strike, to be held starting on 1 April.

43. The number of reported cases involving the issuance of illegal fishing licences and of illegal logging, deforestation, land expropriation and the excessive exploitation of natural resources increased during the reporting period. In an interview with the news agency *Lusa* on 25 March, the Director of the International Union for Conservation of Nature in Bissau warned that the exploitation of heavy sands and logging in the country had reached alarming proportions. On 29 March, the Director of Tiniguena, a national environmental non-governmental organization, stated on a radio programme in Bissau that the logging activities contravened the forestry law of 2011, while also noting that logging revenues in Guinea-Bissau were drastically low compared to those on the international market. He added that civil society organizations planned to lodge a complaint in court to stop logging exports and to call on the elected authorities to impose a moratorium on logging.

44. In the light of concerns over the possible spread of the Ebola virus in West Africa, the Transitional Government developed a contingency plan aimed at preventing and controlling an outbreak of the virus, with the support of the World Health Organization, UNICEF and other development partners. The plan includes measures to strengthen the overall epidemic surveillance system, reactivate epidemic management committees at all levels, establish and equip sites to isolate suspected cases at all levels, including at border points, and disseminate information and key messages to the population. No suspected cases of Ebola virus infection were reported in Guinea-Bissau during the period under review.

IV. Observations

45. The high voter turnout (almost 90 per cent) in the first round of the presidential and legislative elections was a historic achievement, clearly demonstrating the determination of the people of Guinea-Bissau to restore constitutional order in their country through democratic means. I commend all of them, including the transitional authorities, the election management bodies, political parties, the defence and security forces, civil society organizations, religious leaders and women's groups, as well as youth, for their remarkable commitment to completing the transition process.

46. I would also like to extend my appreciation to the international partners of Guinea-Bissau, in particular the African Union, ECOWAS, the European Union, CPLP and the Governments of Nigeria and Timor-Leste, for their invaluable efforts throughout the electoral process. Their financial and security assistance, as well as their steadfast political and moral support to the people of Guinea-Bissau, significantly contributed to ensuring that the situation in the country did not deteriorate into an intractable crisis.

47. In the same spirit that prevailed during the first round of the presidential election, I urge the people of Guinea-Bissau to go out in large numbers to cast their

votes for their preferred candidate during the second round, scheduled to be held on 18 May. I also encourage them to continue to exercise the restraint and calm that they have demonstrated so far in the electoral process.

48. Following the completion of the electoral process, it will be critical for the newly elected Government to deliver tangible dividends that will be immediately reflected in the lives of all the citizens of Guinea-Bissau. In order to achieve this and, in particular, to ensure the functioning of State institutions, the provision of public services and the prevention of a further deterioration in the prevailing difficult socioeconomic situation, the new Government will require urgent budgetary support. The Government will have to agree on immediate and medium-term goals for the country's stability and prepare for a donor pledging conference in close cooperation with development partners. For its part, the international community must make every effort to address the urgent needs of the citizens of Guinea-Bissau by pledging and delivering on promises to provide the country with financial support in the identified priority areas.

49. In the medium to long term, it will be critical for the authorities of Guinea-Bissau to manage efficiently the resources derived from tax revenues and international assistance to ensure the sustainable functioning of State institutions, the regular payment of salaries to civil servants and the timely delivery of basic services to the population. In this regard, I welcome the ongoing dialogue among national and international partners on the governance efficacy amelioration programme, which is aimed at promoting the rebuilding of State institutions in Guinea-Bissau. I encourage all stakeholders to support the finalization and implementation of the programme. I also call upon the Security Council and the international community as a whole to lend support to the envisaged donor pledging conference to secure the necessary funds for its implementation.

50. The elected authorities will need to promote inclusive dialogue and transparency to ensure that the new Government is based on merit, competency and gender equality. They will also need to strengthen the institutions in the defence, security and justice sectors to enable them to fulfil their constitutionally defined roles and maintain constitutional order.

51. The promotion and protection of human rights in Guinea-Bissau remains a key priority to achieve long-term stability in the country and boost socioeconomic development. It will therefore be critical for the new Government to commit to protecting the human rights and freedoms of all the people of Guinea-Bissau, to end the culture of impunity by ensuring the conduct of independent, impartial and transparent investigations into gross human rights violations and to implement the United Nations human rights due diligence policy.

52. During the past two years, destruction of the country's forests and natural reserves has reached unprecedented levels, with negative consequences for the environment and the livelihood of the population. The maritime resources of Guinea-Bissau have been under threat for years as the State has been unable to protect its own waters and fight corruption. The reported issuing of illegal fishing licences in total disregard of sustainable fisheries, if confirmed, must be stopped. The income generated from the exploitation of natural resources should be for the benefit of the entire population and future generations, not just for a few individuals. The new authorities will have to work closely with relevant Member States, civil society organizations, private companies and investors to make

transparency in natural resources management a key national priority. I urge international partners to assist the country in establishing best transparency practices in this area.

53. A return to full constitutional order will provide the people of Guinea-Bissau with an opportunity to turn a new page in their country's history. I call upon them to take advantage of this new start and to stand guard against any potential reversal of the democratic gains already made by, inter alia, promoting and practising accountable governance, establishing harmonious civil-military relations and ensuring the protection and realization of fundamental human rights without discrimination.

54. In conclusion, I wish to express my appreciation to the staff of UNIOGBIS and the United Nations country team, under the leadership of my Special Representative, as well as to the regional and international partners of Guinea-Bissau for their contributions to the efforts to restore constitutional order and promote peacebuilding in the country.

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Report of the Secretary-General on developments in Guinea-Bissau and the activities of the United Nations Integrated Peacebuilding Office in Guinea-Bissau

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 2103 (2013), by which the Council extended the mandate of the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) and requested me to submit regular reports to it on the implementation of the mandate every 180 days. The report focuses exclusively on the status of implementation of the mandate of UNIOGBIS since my report of 19 November 2013 (S/2013/681). Information on major political, security, human rights, humanitarian and socioeconomic developments in Guinea-Bissau is contained in my report of 12 May 2014 on the restoration of constitutional order in Guinea-Bissau (S/2014/332).

II. Status of implementation of the mandate of the United Nations Integrated Peacebuilding Office in Guinea-Bissau

A. Assisting in the creation of an environment conducive to the holding of free, fair and transparent elections

2. During the period under review, UNIOGBIS assisted national stakeholders in preparing for the conduct of presidential and legislative elections, which took place on 13 April. Detailed reporting on the electoral process is provided in my report of 13 May 2014 (S/2014/332). From 14 to 19 December 2013, UNIOGBIS held a training workshop for 30 members of civil society organizations in the region of Quinara, central Guinea-Bissau, aimed at strengthening the capacity of participants to promote and monitor the human rights to freedom of expression, information, assembly, association and political participation during the electoral process. On 21 March, UNIOGBIS and the National Electoral Commission jointly published a practical guide on human rights and elections, which was widely distributed.

3. UNIOGBIS supported the Ministries of Interior and Defence of the Transitional Government in developing the national electoral security plan for 2014. The plan provided for the two Ministries to jointly command and oversee the

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deployment of officers from the National Guard (2,004), the Public Order Police (2,059), Civil Protection (161), the National Central Bureau of the International Criminal Police Organization (INTERPOL) (2), the Judiciary Police (2) and the Transnational Crime Unit (1). In addition, 700 armed forces were on call as a reserve force for contingencies.

4. From 3 to 14 February, UNIOGBIS implemented the first phase of a training-of-trainers programme on electoral security for 62 police officers from the Public Order Police and the National Guard. The training focused on the Constitution and the Electoral Law of Guinea-Bissau, international human rights standards, gender mainstreaming for law enforcement, the role of the police and civilian protection officers in the electoral process, as well as demonstrations and riot control procedures. Six trainers from the Economic Community of West African States (ECOWAS) Mission in Guinea-Bissau (ECOMIB) also attended the training. From 17 March to 4 April, UNIOGBIS completed the second and third phases of the training, which targeted 1,283 police officers in all regions of the country, with the support of the Peacebuilding Fund under the Immediate Response Facility. The aim of the training was to educate law enforcement officers on principles of electoral security and crowd control, in accordance with human rights norms and taking into consideration the United Nations human rights due diligence policy.

5. On 24 March, UNIOGBIS deployed three United Nations police officers to Bubaque Island in the Bijagós archipelago off the coast of Guinea-Bissau to assist national authorities in enhancing the presence of security institutions during the electoral period. The police officers were responsible for mentoring, training and monitoring the activities of national security and law enforcement institutions in the archipelago and for interacting with residents, as necessary. In addition, the United Nations Development Programme (UNDP) deployed two United Nations volunteers to each of the nine regions of Guinea-Bissau to support the regional electoral commissions.

B. Assisting in strengthening democratic institutions and enhancing the capacity of State organs to function effectively and constitutionally

6. The United Nations system continued to support the implementation of reforms in public administration during the reporting period. UNDP launched the second phase of the reform process, focusing on two priorities: (a) creating a pilot unit within the Ministry of Civil Service and Reforms, including renovation of the facilities (from 13 December 2013 to 14 January 2014); and (b) advocating for reforms and sensitizing the key actors involved in the reform process on appropriate policies, strategies and tools. The support provided by UNDP focused on building consensus and ensuring wide participation in the implementation of public administration reforms. in November and December 2013, 55 civil servants, including 6 women, were trained in public service management. In addition, key legislation, which had been approved to regulate public administration functioning and management, was disseminated to 225 regional and sectoral public administration offices.

7. The United Nations system assisted the Ministry of Economy and Regional Integration in scaling up knowledge of results-based management concepts and tools

to create a critical mass of competent managers and to strengthen national capacity in monitoring and evaluation. Some 50 senior officers from 15 public administration departments received training in this area from 25 to 29 November 2013.

C. Support for the establishment of effective and efficient law enforcement and criminal justice and penitentiary systems

8. From 1 December 2013 to 28 February 2014, a total of 378 people, 21 per cent of whom were women, benefitted from free legal aid provided by the UNDP-supported Access to Justice Centres in the Bissau Autonomous Sector, the western region of Cacheu and the north-central regions of Oio and Bafatá. Legal aid technicians and civil servants from the Ministry of Justice at the Access to Justice Centres resolved over 65 per cent of the cases, mostly through alternative dispute resolution mechanisms. UNIOGBIS police advisers deployed to the UNIOGBIS regional offices in those areas provided technical assistance to the Access to Justice Centres.

9. From 24 to 28 March, UNIOGBIS provided support to a field assessment mission of the United Nations Global Focal Point for Police, Justice and Corrections, which visited Guinea-Bissau to review progress in implementing this arrangement. The mission assessed, inter alia, the work of the United Nations in integrated planning processes, political strategy, human resources planning and financing methods in the areas of police, justice and corrections. The mission's report is expected to contribute to the strengthening of United Nations joint programming and execution in those areas.

D. Support for security sector reform and the rule of law

10. The national security sector reform steering committee held a series of six workshops for 16 security sector reform experts from government institutions, civil society organizations, the African Union, ECOWAS and the United Nations, from 11 to 18 December 2013, with the support of UNIOGBIS. The experts reviewed and updated the security sector reform strategy document, the national action plan on security sector reform, legislation for the special pension fund for members of the defence and security institutions, as well as the terms of reference for the commissions that will be established to follow up progress made in those areas. The workshops will culminate in a national conference on the modernization and restructuring of the security sector, which is scheduled to be held in June 2014 with the technical and financial support of UNIOGBIS.

11. The National Defence Institute, supported by UNIOGBIS, organized four conferences in Bissau and the cities of Quebo, Gabú and Mansoa, in southern, eastern and north-central Guinea-Bissau respectively, between 18 and 27 February. The conferences brought together more than 320 military personnel, police officers, community leaders, government officials and media representatives to discuss the role of the armed forces in democratic systems and in socioeconomic development.

12. On 10 March, the Ambassador of Morocco to Guinea-Bissau delivered a donation of 2,000 military uniforms from Morocco to the Transitional Government.

The donation was granted following the good offices of my Special Representative, José Ramos-Horta, at the request of the armed forces leadership.

E. Assisting national authorities to combat drug trafficking and transnational organized crime

13. The expert on transnational organized crime from the United Nations Office on Drugs and Crime (UNODC) continued to assist national partners with the implementation of the West Africa Coast Initiative in the country and with capacity-building to counter drug trafficking. At a strategic level, UNODC undertook a comparative assessment of the achievements of the Transnational Crime Unit between 2012 and 2013 to identify areas requiring specific intervention by UNODC and UNIOGBIS. Joint efforts by UNODC and UNIOGBIS contributed to ensuring the functioning of the Transnational Crime Unit and enhanced capacity-building across the regions of the country. Lack of sufficient donor support continued to hinder the successful implementation of the West Africa Coast Initiative in Guinea-Bissau.

14. From 25 to 28 November 2013, 30 police officers from the National Guard and the Public Order Police in Buba, Quinara region (central Guinea-Bissau), attended a training course within the framework of the West Africa Coast Initiative, which focused on techniques of criminal investigation, crime scene management, technical surveillance and operational planning and techniques for the collection and analysis of criminal information. On 19 December, 49 police officers from the Transnational Crime Unit, the Judiciary Police and INTERPOL received training on the same topics, in addition to techniques relating to risk assessment in organized crime. From 24 February to 21 March 2014, 4 officers from the Transnational Crime Unit and 24 police officers from the Judiciary Police attended a series of comprehensive and intensive training courses on information management and reporting, international human rights standards for law enforcement agencies, specialized tactical skills, mobile surveillance and criminal investigation on human trafficking. All the courses were conducted with the technical and financial support of UNODC and UNIOGBIS.

15. Between 3 December 2013 and 21 March 2014, the Judiciary Police and the Transnational Crime Unit conducted five joint operations, resulting in seizures totalling 6.5 kgs of cocaine and the arrests of six nationals of Guinea-Bissau, two Senegalese and one Nigerian. However, some elements of other law enforcement bodies continued to interfere in the judicial process, hampering the work of the Judiciary Police and the Transnational Crime Unit in combating drug trafficking and transnational organized crime. On 26 January, three Judiciary Police investigators detained a man at the international airport of Bissau on suspicion of drug trafficking. The suspect, who had arrived reportedly from Brazil on a commercial flight, was being transported to the Judiciary Police premises for questioning when a group of approximately 15 Rapid Intervention Police officers arrived and took him away by force. The whereabouts of the suspect remain unknown to date.

F. Undertaking human rights promotion, protection, monitoring and reporting activities

16. From 28 November to 15 December 2013, the Office of the United Nations High Commissioner for Human Rights (OHCHR), UNDP, UNIOGBIS, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and national non-governmental organizations held a series of human rights activities, in coordination with the Transitional Government, to celebrate Human Rights Day, the 16 Days of Activism against Gender Violence and the twentieth anniversary of OHCHR. These events were held in the cities of Bissau, Bafatá, Mansoa and São Domingos. During the open debates that accompanied the activities, participants emphasized the need to address impunity, nepotism, political and military interference in the justice system, gender discrimination, domestic violence and the exploitation of *talibé* children.

17. Following the establishment of the national Human Rights Defenders Network in September 2013, members of the Network organized a follow-up conference on 19 and 20 December 2013, which was attended by 43 human rights defenders from all regions of the country. The conference, which was held with the support of UNIOGBIS, enabled participants to confirm the constituent general assembly and approve the internal statutes of the Network. The Human Rights Defenders Network was officially launched and its Executive Board sworn in on 24 April.

18. Through its rule of law and justice project, UNDP, in cooperation with UNIOGBIS and the United Nations Office for West Africa, facilitated a "Human rights-based approach and results-based management" workshop for United Nations personnel, government officials, members of the judiciary and human rights defenders, on 22 and 23 January. The training, aimed at strengthening national capacities for mainstreaming human rights in policies and programmes, was delivered by the United Nations System Staff College in cooperation with UNDP, UNIOGBIS and the United Nations Office for West Africa.

19. On 29 January, the Transitional President, Manuel Serifo Nhamadjo, promulgated the Law against Domestic Violence, which was approved by the National Assembly on 18 July 2013. The enactment of this law had been a key recommendation of the universal periodic review and the Committee on the Elimination of Discrimination against Women.

20. From 23 February to 2 March, the Special Rapporteur on extreme poverty and human rights, Magdalena Sepúlveda Carmona, visited Guinea-Bissau. This was the first time an independent human rights expert had come to the country. She met with the transitional authorities, civil society organizations, international partners and United Nations representatives. She also travelled to the regions of Biombo, Oio and Bolama-Bijagos, in western, north-central and western Guinea-Bissau respectively. During her visit, the Special Rapporteur emphasized the situation of women and children living in poverty and recommended the political participation of women at all levels. She called upon the future elected Government to prioritize the equality of women in all spheres of life and to consolidate a legal framework that would increase the role of women in decision-making bodies. She also drew particular attention to the need to revise the laws on inheritance, land tenure and ownership and to increase women's access to health-care services. The final report of the

Special Rapporteur will be presented at the twenty-sixth session of the Human Rights Council in June 2014.

21. On 6 February, the Ministry of Women, Family and Social Solidarity and the National Committee for the Abandonment of Traditional Harmful Practices against Women and Children celebrated the International Day of Zero Tolerance for Female Genital Mutilation, in the eastern region of Gabú, with the support of UNIOGBIS and the United Nations country team. The celebration included a sensitization event highlighting the harmful physiological effects of genital mutilation. On 25 February, the National Committee for the Abandonment of Traditional Harmful Practices against Women and Children organized a training workshop for law enforcement authorities on the prevention of harmful practices against women, in collaboration with the Ministry of Justice and with the support of UNIOGBIS.

22. Moreover, 58 religious and traditional leaders publicly disassociated themselves from female genital mutilation on five separate occasions in February and March. In addition, 180 women opinion leaders, including former female genital mutilation practitioners, made public declarations on 21 November 2013 and 30 January and 6 February 2014 to end the harmful practice. They also set up regional networks to accelerate efforts to end female genital mutilation in their respective regions.

23. Efforts to strengthen the national child protection systems and response mechanisms to support child victims of violence, abuse and exploitation also continued during the reporting period.

24. To promote access to birth registration, especially by the most disadvantaged children, UNICEF fostered strategic partnerships between the Ministry of Justice and civil society organizations, which resulted in agreements on mobile birth registration in rural areas. As a result, more than 18,000 people were sensitized and informed of their right to birth registration, and approximately 8,000 children received birth certificates. Under this initiative, on 22 January, the Ministries of Justice and Health signed a protocol to implement joint interventions to increase birth registration rates through early registration at health-care facilities.

G. Mainstreaming a gender perspective in peacebuilding, in line with Security Council resolutions 1325 (2000) and 1820 (2008)

25. On 9 and 10 December 2013, UNIOGBIS and the National Islamic Council organized a validation workshop to endorse the conclusions of the first phase of a study on the role of women and men within the Council leadership and on the role of women in mediation and conflict resolution. In January, a second phase of the study was conducted in the regions of Bafatá, Gabú and Quinara, in north-central, eastern and central Guinea-Bissau respectively. The study, which is expected to be validated and finalized in June, was aimed at identifying possible entry points to support a programme on gender equality and mediation for women in the National Islamic Council.

26. The Institute for Women and Children, with the support of UNFPA, UN-Women and UNICEF, finalized a national plan to end gender-based violence, for the period from 2014 to 2017, following a dialogue process involving women's organizations, human rights defenders and civil society organizations. The plan,

which was formally adopted by the Transitional Government on 23 December 2013, outlines three pillars for combating gender-based violence, namely, (a) prevention; (b) promotion of an integrated system of victim support; and (c) institutional and organizational capacity development.

27. On 22 January, the Association of Women in Economic Activity and the National Commission of Women Workers of the National Union of Guinean Workers launched a quick-impact project to promote the creation of an environment conducive to women's economic participation, in collaboration with the Food and Agriculture Organization of the United Nations, UNICEF and UN-Women. The Peacebuilding Fund provided a financial contribution to the project.

28. On 23 January, UNIOGBIS organized a training workshop on gender mainstreaming and gender equality for 21 senior police officers, including 9 women, from the National Guard, the Public Order Police and the Fire Brigade.

29. On 29 January, the UNIOGBIS regional office located in Bafatá organized a conference on women and peace and security that was attended by 53 women police and military officers. The conference focused on efforts to achieve gender equality and enhance the competencies of women for positions currently held by men.

30. On 8 March, UNIOGBIS and UN-Women celebrated International Women's Day, in partnership with the Ministry of Economy and Regional Integration, by organizing a seminar to reflect on women's political status in Guinea-Bissau. The Women's Inter-ministerial Committee for Defence and Security and the ECOWAS Women's Peace and Security Network organized two seminars, on 19 and 20 March respectively, within the framework of International Women's Day. The first seminar focused on the role of women in security and defence institutions during the electoral and post-electoral period and was attended by 60 participants, including 43 women from the policing institutions and armed forces. The second seminar, entitled "The four pillars of Security Council resolution 1325 (2000)", was attended by 70 participants, including 50 women.

31. On 18 March, the Transitional Government and the Women's Political Platform, with the support of UNIOGBIS, launched the official publication of a study entitled "Participation of women in politics and decision-making in Guinea-Bissau: from awareness and perception to political practice", covering the period between 1964 and 2013. The study highlighted that women's political participation had been steadily declining since the country's independence. It noted that the representation of women in parliament had decreased from 20 per cent in the period from 1998 to 2004 to 10 per cent in 2013. The study was the culmination of a national participative research programme launched in November 2011.

H. Working with the Peacebuilding Commission in support of the peacebuilding priorities of Guinea-Bissau

32. The reporting period was marked by intense engagement by the Peacebuilding Commission and the Peacebuilding Fund in Guinea-Bissau. The Permanent Representative of Brazil to the United Nations and Chair of the Guinea-Bissau configuration of the Peacebuilding Commission, Ambassador Antonio de Aguiar Patriota, visited the country between 20 and 24 January, along with the Assistant Secretary-General for Peacebuilding Support, Judy Cheng-Hopkins. The objective

of the mission was to identify new peacebuilding challenges and priorities in the light of progress made towards the restoration of constitutional order in Guinea-Bissau. It was also part of an initiative to support United Nations efforts to assist the country in returning to constitutional order, in accordance with the relevant resolutions and statements of the Security Council. Ambassador Patriota debriefed the members of the configuration on the outcome of the visit on 10 March in New York.

33. On 4 February, on the basis of information contained in the quarterly reviews on the status of the Peacebuilding Fund in Guinea-Bissau and in the light of the suspension of the Fund's commitments following the coup d'état of April 2012, the Peacebuilding Support Office requested all recipient United Nations organizations to return the unspent balance of the $16.8 million previously allocated for the Peacebuilding Fund priority plan covering 2012 and 2013. The unspent funds include $1.2 million for the special pension fund for members of the defence and security institutions, which had been transferred to the Government prior to the coup d'état. A new peacebuilding strategy is expected to be developed in the aftermath of the elections.

I. Mobilization, harmonization and coordination of international assistance, including for the implementation of national security sector reform and the rule of law strategies

34. During the reporting period, my Special Representative continued to make efforts to mobilize resources and coordinate international assistance. As described in my concurrent report on the restoration of constitutional order (S/2014/332), he maintained constant dialogue with all international partners to ensure disbursement of the necessary funds for the electoral process. The Office also supported the visit of a high-level delegation of the Group of Seven Plus fragile States from 9 to 15 March 2014.

III. Cross-cutting issues

A. Integration of the United Nations system

35. During the reporting period, UNIOGBIS and the United Nations agencies, funds and programmes finalized the report on the implementation of their joint annual workplan for 2013 and developed a new joint workplan for 2014 under the United Nations Peacebuilding and Development Assistance Framework covering 2013 and 2014. A new United Nations Peacebuilding and Development Assistance Framework covering 2016 to 2020 is expected to be available by the end of 2014.

B. Public information

36. During the period under review, media activities were focused mainly on coverage of the electoral process. State-owned radio and television stations went on strike several times, including for a month prior to the start of elections, demanding payment of unpaid salary arrears and better working conditions. The strikes had a

negative impact on the State radio and television. With assistance from the United Nations, the strikes were lifted on 24 March, enabling the national radio and television stations to cover the electoral campaigning. Despite a persistent shortage of basic equipment and supplies, as well as precarious working conditions, the State and private media provided relatively balanced information on the campaigning.

C. Staff safety and security

37. During the reporting period, there were no direct threats against United Nations staff in Guinea-Bissau. There were two separate incidents of burglary at the homes of an international staff member and a national staff member in March 2014. All security measures applicable to United Nations staff continued to be strictly enforced.

IV. Observations

38. The conclusion of legislative and presidential elections in Guinea-Bissau and the swearing-in of a new administration will provide the citizens of Guinea-Bissau with an opportunity to close the page on a negative chapter in their country's history and to usher in a new era of political stability and economic growth. The expectations in respect of the new democratically elected Government will be significant. It will have to deliver immediate dividends to the population, in particular with respect to the payment of salaries and the delivery of basic services. It will also be expected to address effectively the complex political, socioeconomic, development and human rights challenges facing the country. It is critical that the Government be supported in its efforts by national and international stakeholders, through a process of consensus and in a spirit of inclusivity, placing the higher interests of the country's stabilization and socioeconomic development above personal ambitions.

39. As I have noted in the past, one of the core challenges facing Guinea-Bissau is its weak State institutions, which has contributed to undermine the country's ability to translate its rich natural resources into economic growth and development for the welfare of its population. Building the State institutions of Guinea-Bissau should therefore be one of the first steps in creating conditions conducive to sustainable peace and stability. The elected authorities will need to accelerate the development and implementation of key reforms, including in the public administration, public finance, justice and social sectors. The successful implementation of these reforms will reinforce State institutions and assist in making them more functional and accountable to the citizens of Guinea-Bissau. In that regard, I welcome the public statements made by all political parties reiterating their commitment to focus on rebuilding the State. I also appeal to the international community to support the country's reform processes.

40. I welcome the ongoing discussion aimed at developing a governance efficacy amelioration programme, described in my concurrent report on the restoration of constitutional order (S/2014/332). It will facilitate the management of public resources and international financial assistance and, at the same time, promote transparency and accountability. The convening of an international donor pledging conference, immediately following the inauguration of the new government, in close

consultation with regional, subregional and development partners, will assist in mobilizing resources for the implementation of the governance efficacy amelioration programme. I urge the country's international partners to work with national stakeholders to make the conference a success and contribute to the rebuilding of the State.

41. I would recommend that the mandate of UNIOGBIS, which will expire on 31 May 2014, be renewed for another year, until 31 May 2015. This will enable the Office to support the efforts of the new Government as it settles into office and commences the complex task of rebuilding State institutions. I would recommend that a comprehensive review of the mandate of the Office be conducted in early 2015, prior to its expiration, to ensure that it is aligned with the priorities identified by the new Government and effectively streamlined with the programmes being implemented by other international partners.

42. In the meantime, UNIOGBIS must continue to support national efforts to maintain constitutional order and resolve political tensions through, inter alia, the facilitation of a multilayered national dialogue. The Office must also continue to focus its efforts on promoting the development of sound civil-military relations and supporting the implementation of the national security sector reform, which will modernize and professionalize the defence and security sectors, in close partnership with relevant regional and international partners.

43. As highlighted in my concurrent report on the restoration of constitutional order (S/2014/332), the continuing human rights violations and prevailing culture of impunity in the country remains of serious concern. It is therefore crucial that UNIOGBIS continue its work to promote, protect, monitor and report on human rights and to support national efforts to reform the justice sector. UNIOGBIS will also continue to work closely with UNODC to implement joint capacity-building programmes to combat drug trafficking and transnational organized crime. In that regard, it is critical that the international community provide sustained financial and technical support for those efforts.

44. In conclusion, I wish to express my appreciation to the staff of UNIOGBIS and the United Nations country team, under the leadership of my Special Representative, José Ramos-Horta, as well as to the regional and international partners of Guinea-Bissau for their contributions to the efforts to restore constitutional order and promote peacebuilding in the country.

United Nations A/68/877–S/2014/334

General Assembly
Security Council

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14 May 2014
English
Original: Arabic

General Assembly
Sixty-eighth session
Agenda item 110
Measures to eliminate international terrorism

Security Council
Sixty-ninth year

Identical letters dated 12 May 2014 from the Permanent Representative of the Syrian Arab Republic to the United Nations addressed to the Secretary-General and the President of the Security Council

For nine days, armed terrorist groups have imposed an immoral blockade in an act of collective punishment against the city of Aleppo. They have completely cut off the supply of clean and drinkable water from the city's 3 million inhabitants, who have rejected their presence in the city and their crimes against its population.

The terrorists have prevented the pumping of water from the Sulayman al-Halabi station, which is the main source of drinkable water for Aleppo city. As a result, water has been cut off from all areas of the city for the ninth day in a row. Water has been redirected into the Quwayq river and wasted in order to deny the civilians access to clean water. That situation has caused an acute crisis in water access. Civilians have been forced to look for water from any available source, including rivers and other sources of non-drinkable water. The lives and health of the civilian population are at stake. If these conditions prevail, contagious diseases will proliferate and children will be exposed to a range of threats. The Syrian Government and the city authorities have been making significant efforts, using every available means, to provide alternatives for some of the inhabitants' water needs. However, those emergency measures are not sustainable given the considerable needs of a city of the size of Aleppo.

The withholding of water from Aleppo as a collective punishment should be added to the list of crimes that the armed groups have committed against the city's inhabitants, crimes that have been continuous over the last few months. Residential areas have been subjected to indiscriminate mortar and missile fire on a daily basis, killing dozens of people and injuring hundreds more. Supply lines to the city have been cut off for long stretches of time in order to hold back food and medical necessities. The entire city has been deprived of water and electricity repeatedly and at length.

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These crimes against Syrian civilians, including collective punishment and such systematic acts of terrorism as killings, abductions, torture, starvation and destruction, have taken place in full view of the United Nations and with the direct support of those States that are involved in shedding Syrian blood. However, there has been no clear condemnation or genuine effort to bring an end to the crimes or violations. It is shameful that the United Nations and other purported international humanitarian organizations have kept silent before these crimes and the humanitarian disaster in Aleppo. At the same time, whenever the Syrian State is held responsible for an incident, certain United Nations officials beat their breasts and lose no time in calling for meetings of the Security Council and other international forums, all in the name of concern for the humanitarian conditions of Syrians and the situation of human rights in Syria.

Certain United Nations actors persist in ignoring the terrorists' responsibility for the emergence and growth of the humanitarian burden in Syria. Their approach to the situation is selective and politicized, and does not fulfil the required standards of neutrality and impartiality. That state of affairs encourages the armed terrorist groups to persist in their crimes with direct support and political cover from the States that have Syrian blood on their hands.

The Government of the Syrian Arab Republic wishes to bring these facts to the attention of the Security Council. It hopes that the Council will genuinely condemn those crimes and take immediate measures to place pressure on the State sponsors of terrorism in Syria to bring an end to the daily crimes of the armed terrorist groups and their backers against the population of Aleppo city and Syrian civilians in general.

I should be grateful if the present letter could be issued as a document of the General Assembly, under agenda item 110, and of the Security Council.

(*Signed*) Bashar **Ja'afari**
Ambassador
Permanent Representative

United Nations A/ES-10/627–S/2014/335

General Assembly
Security Council

Distr.: General
14 May 2014

Original: English

General Assembly
Tenth emergency special session
Agenda item 5
Illegal Israeli actions in Occupied East Jerusalem and the rest of the Occupied Palestinian Territory

Security Council
Sixty-ninth year

Identical letters dated 12 May 2014 from the Chargé d'affaires a.i. of the Permanent Observer Mission of the State of Palestine to the United Nations addressed to the Secretary-General and the President of the Security Council

I have the honour to convey a letter addressed to you from Riad Malki, the Minister for Foreign Affairs of the State of Palestine, regarding the rampant and intensifying acts of terrorism, destruction, provocation and incitement being perpetrated by Israeli settlers, with the backing and support of the Israeli occupying forces, against the Palestinian people and their properties, including holy sites, and the grave impact of these illegal actions on the inalienable rights of the Palestinian people, on the situation on the ground and on the prospects for achieving a just, lasting and peaceful solution to this tragic conflict (see annex).

I should be grateful if you would arrange to have the text of the present letter and its annex distributed as a document of the tenth emergency special session of the General Assembly, under agenda item 5, and of the Security Council.

(*Signed*) Feda **Abdelhady-Nasser**
Chargé d'affaires a.i.

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Annex to the identical letters dated 12 May 2014 from the Chargé d'affaires a.i. of the Permanent Observer Mission of the State of Palestine to the United Nations addressed to the Secretary-General and the President of the Security Council

11 May 2014

There is wide international consensus that there is no greater threat to peace in our region than settlement activity. The illegal settlement enterprise is also the main obstacle to the realization of the inalienable rights of the Palestinian people as guaranteed under international law. There are now over 500,000 settlers in the occupied State of Palestine. In the last nine months of negotiations alone, Israel, the occupying Power, advanced settlement units for over 55,000 new settlers.

In the same period, we recorded over 650 attacks by settlers against Palestinian civilians. Recent years have witnessed a sharp increase in settlers' violence, against people, property and land. The impunity of these settlers has led to an escalation of their attacks. Such violence is met by our side with the utmost restraint and full commitment to the non-violent path. However, without accountability and severe consequences for such actions, these attacks will continue and intensify, further jeopardizing peace efforts. It is a matter of coherence and credibility, especially as these indiscriminate attacks against civilians, including the elderly, children and women, constitute war crimes.

These attacks are carried out on the territory of the occupied State of Palestine and occur essentially in area C, which remains under full Israeli control. We recall here the obligations of the occupying Power, in accordance with the Fourth Geneva Convention, to ensure the protection of the civilian population under its occupation. Israel has not taken any serious step to address this dangerous phenomenon, and its occupation army, where settlers serve, has often offered protection to these settlers during attacks, when it has not itself taken part in them. Continued Israeli provocations and aggression can only further destabilize the situation on the ground, with perilous ramifications. This impunity cannot be tolerated. It is the international community's responsibility to act decisively to stop these daily attacks.

Taking advantage of their impunity, settlers committing these acts of violence have structured themselves within organized groups. "Price tag" and "hilltop youth" are the best known among them, for their racist ideology and regular attacks targeting Palestinian civilians. In the last month alone, these attacks have included vandalizing Muslim and Christian cemeteries, beating children, attacking women with pepper spray, launching raids against villages, inscribing racist graffiti and torching cars. In its report issued in April 2014, the United States bureau on counter-terrorism referred to the attacks perpetrated by "price tag". Israeli officials have themselves called these actions hate crimes and even terror. Such groups, through their indiscriminate attacks against innocent civilians, are not criminal groups or illegal associations; they are terrorist groups, and have to be dealt with as such. We call upon you, who have regularly condemned such attacks, to take the only decision possible as regards "price tag" and "hilltop youth" by considering them as terrorist groups, with all the political, legal and financial implications such a decision holds. This decision will send a clear signal to all other settlers groups that their action will not remain unpunished, and will give an incentive for the end

of these terrorist attacks against our civilian population. It is an important first step towards accountability and justice.

Settlers attacks are carried out with the aim of seriously intimidating the population in these areas and forcibly transferring them away from their land and homes, thus seriously damaging not only the inalienable rights of the Palestinian people, but also seriously jeopardizing peace efforts.

We trust that you will respond positively to this request, fully aware of the urgency of a decision on this matter.

We thank you for your attention to the issue and efforts.

(*Signed*) Riad **Malki**
Minister for Foreign Affairs

United Nations S/2014/336

Security Council

Distr.: General
13 May 2014

Original: English

Report of the Secretary-General on the situation in Abyei

I. Introduction

1. The present report is submitted pursuant to paragraph 24 of Security Council resolution 2126 (2013), in which the Council requested that I continue to inform it of progress made in the implementation of the mandate of the United Nations Interim Security Force for Abyei (UNISFA), and to bring to its attention any serious violation of the Agreement of 20 June 2011 between the Government of the Sudan and the Sudan People's Liberation Movement (SPLM) on temporary arrangements for the administration and security of the Abyei Area (S/2011/384, annex).

2. The present report provides an update on the situation in Abyei as well as on the deployment and operations of UNISFA since my last report, of 25 February 2014 (S/2014/126). It provides an update on progress made in the implementation of the additional tasks mandated to UNISFA under Security Council resolution 2024 (2011) related to the Joint Border Verification and Monitoring Mechanism, and presents the conclusions of the strategic review of the UNISFA mandate, conducted jointly by the United Nations Secretariat and the mission during the month of April, with the participation of the humanitarian country team and the United Nations country team present in Abyei.

II. Security situation

3. During the period under review, tensions between the Ngok Dinka and Misseriya communities increased significantly as a series of serious security incidents occurred between units of the Sudan People's Liberation Army (SPLA) and the South Sudan National Police Service and Sudanese armed militias, which were deployed into the Abyei Area in violation of the Agreement of 20 June 2011 and Security Council resolutions 1990 (2011), 2032 (2011), 2046 (2012), 2047 (2012), 2075 (2012), 2104 (2013) and 2126 (2013). In addition, and also in violation of the Agreement and Security Council resolutions, approximately 120 to 150 Sudanese oil police personnel remained deployed inside the Diffra oil complex in the northern Abyei Area.

4. At the end of February 2014, up to 1,000 SPLA and South Sudan police personnel, who had originally arrived in the Abyei Area to participate in the Ngok Dinka unilateral community referendum of October 2013, were observed regrouped in military camps by UNISFA. They established military positions in the vicinity of

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Makir Awed, Makir Abior, Tajalei, Marial Achak, Doungop, Miyankor and Rumamier villages. The mission's troops continuously monitored the activities of those forces and urged them to redeploy from the Abyei Area.

5. In view of the risk of escalation and serious deterioration of relations between the Sudan and South Sudan over the deployment of SPLA and South Sudan police units into Abyei, Lieutenant General Yohannes Tesfamariam, UNISFA Head of Mission and Force Commander, met with President Salva Kiir on 25 February in Juba in an effort to secure the forces' redeployment from Abyei. He was accompanied by my Special Envoy for the Sudan and South Sudan, Haile Menkerios. During the meeting, President Kiir stated that his Government would take measures to ensure the withdrawal of the SPLA and police forces by 10 March.

6. On the same day, 25 February, the SPLA and South Sudan police personnel and armed Misseriya militia from the Sudan engaged in heavy fire in Luki village in central Abyei. Upon receiving reports of the fighting, UNISFA patrols were immediately deployed to the area, where they found the bodies of three SPLA and police personnel close to a river.

7. On 1 March, another clash between SPLA/South Sudan police elements and Misseriya militias was reported in Makir Awed, near the Yura/Nyamura River. UNISFA patrols sent to the area found over 100 SPLA/police combatants and 10 Misseriya militias killed and were informed that 11 SPLA/police elements and 15 Misseriya militias had been injured. The clash in Makir Awed was the single most significant security incident in the Abyei Area since the assassination of the Ngok Dinka paramount chief on 4 May 2013.

8. On 11 March, with no progress in the withdrawal of the SPLA and South Sudan police forces, the UNISFA Head of Mission met again with Government of South Sudan officials in Juba and urged them to take immediate action to redeploy the forces in accordance with the instruction of their President. While maintaining that their forces were not officially deployed into the Abyei Area, they reiterated their commitment to ensure their withdrawal from the area.

9. On 14 March, between 4,000 and 5,000 armed Misseriya militia entered the Abyei Area from Western Kordofan State, Sudan, and approached Makir Awed. UNISFA troops immediately deployed to block their progression. Upon noticing their presence, the militia withdrew towards northern Abyei and then withdrew from the area.

10. On 21 March, two Ngok Dinka civilians were killed and another two injured by armed assailants at Yunchor village, in the vicinity of Abyei town. UNISFA deployed a quick reaction force to Yunchor and the neighbouring village of Agany Thok to pursue the assailants, but the perpetrators could not be traced.

11. From 18 to 20 March, Lieutenant General Pieng Deng Kuol, Inspector-General of the South Sudan police, visited the Abyei Area and informed UNISFA that a phased withdrawal of SPLA and police personnel would be implemented. From 22 to 25 March, the mission observed the organized redeployment of most of the SPLA and police forces to their stated gathering point in Mijan Kuol, Warrap State, South Sudan.

12. Nonetheless, one company-strength of SPLA and South Sudan police personnel remain deployed south of the Kiir/Bahr el-Arab River, in the village of

Awang Thou. These forces have threatened UNISFA patrols and obstructed their access to the area. On 1 April, UNISFA troops observed an SPLA checkpoint at the entrance of Agok town. Later the same night, in Awang Thou village, 20 SPLA/police armed elements threatened a UNISFA patrol before retreating from the area. On 9 April, a UNISFA patrol observed an SPLA/police check-point at Awang Thou. On 13 April, a UNISFA patrol team was threatened by approximately 50 hostile SPLA soldiers in the same village. UNISFA continues to engage the Government of South Sudan regarding the seriousness of these incidents and to ensure the complete redeployment of the SPLA and South Sudan police forces from the Abyei Area.

13. Despite the strenuous efforts of UNISFA to discourage the bearing of arms within the Abyei Area, the prevalence of small and medium firearms persisted in the two communities during the reporting period. The mission continued to disarm individuals bearing weapons during its patrols, in collaboration with local communities.

14. A number of incidents were also reported during the period under review, particularly as a result of the presence of armed SPLA and South Sudan police elements in the Abyei Area. Local communities are particularly vulnerable to such incidents owing to the absence of any law and order institutions in the area. Frequent firing of small arms by intoxicated SPLA and police elements during the night, primarily in larger population areas such as Abyei town and Agok, were observed by the mission. On 14 March, two children, aged five and six, were sexually assaulted and killed in the Abyei town area, allegedly by SPLA and South Sudan police elements. The perpetrators remain at large.

15. UNISFA contractors were also victims of threats and attacks in several security incidents during the reporting period. On 7 March, while travelling from Diffra to Abyei town, a vehicle belonging to a UNISFA contractor was hijacked by three unidentified armed individuals. On 13 April, a vehicle belonging to another UNISFA contractor was hijacked by an armed individual, approximately seven km south of Abyei town.

16. In order to address the deteriorating security environment, the mission continued to implement its conflict prevention and mitigation strategy, which includes the maintenance of a disengagement area between the local communities, the deployment of troops in all potential flashpoints and throughout the Abyei Area, robust day and night patrols, aerial monitoring and the regular convening of joint security committee meetings with traditional leaders of the Ngok Dinka and Misseriya communities.

17. Nevertheless, the inter-communal security incidents in central Abyei, near the disengagement area, and the presence of armed groups caused anxiety within the Ngok Dinka community and resulted in a substantial number of them relocating to locations in southern Abyei. In order to restore confidence within the community, the mission intensified its patrolling in sensitive areas and worked closely with United Nations agencies, funds and programmes to assess and support the provision of the requisite humanitarian assistance. Since the end of March, with the overall stabilization of the security situation, UNISFA has observed the gradual return of displaced Ngok Dinka to their villages.

18. Meanwhile, the Misseriya migration progressed during the reporting period despite the inability of the Misseriya nomads to move southwards through the central migratory corridor. Approximately 70,000 Misseriya nomads are currently present inside Abyei, with approximately 1 million livestock. They are concentrated mainly in Soheib, Dahlop, Alal, Andal, Shegei, Todach, Luki, Goli, Wut Gok, Colladed, Um Khariet, Um Khaer, Dari, Diffra, El Shamam, Banjadeed, Abu Gazala, Saidana, Mekines and Dumboloya.

19. Mine action survey, clearance, and demolition operations by the United Nations Mine Action Service continued throughout the area to assess and remove potential explosive threats to United Nations personnel and the local communities. The Service conducted mine action surveys in 13 villages and Abyei town, and safely collected and destroyed six hazardous items and 2.5 kg of small arms ammunition. The comprehensive training and accreditation process for demining personnel from the Kadugli area was successfully completed, and they were deployed to Diffra.

III. Political developments

20. The Governments of the Sudan and South Sudan have made no progress in the implementation of the Agreement of 20 June 2011 or the resolution of the territory's final status during the reporting period. The Abyei Joint Oversight Committee has not met since 3 May 2013. The UNISFA Head of Mission continued to press the Sudan and South Sudan to resume meetings of the Committee in the light of its crucial role in providing political and administrative oversight in Abyei. On 4 March, the African Union Facilitator of the Committee invited the Co-Chairs for a consultative meeting of the Committee. On 24 March, the Government of the Sudan responded positively to that request. The Government of South Sudan has yet to respond.

21. In the absence of progress in the implementation of the Agreement of 20 June 2011, UNISFA continued to urge the Governments of the Sudan and South Sudan to support the convening of a joint peace conference of the Ngok Dinka and Misseriya traditional chiefs in order to re-establish dialogue between them and thereby ease the tense security situation in Abyei. On 13 March, the UNISFA Head of Mission wrote to both Governments to propose the organization of the event in Aweil, with the support of the Governor of Northern Bahr el-Ghazal State in South Sudan, following his successful facilitation of Misseriya and Dinka Malual and Reizegat and Dinka Malual traditional peace conferences during the current dry season.

22. In his response to the invitation of 18 March, the Sudan Co-Chair of the Committee, while agreeing in principle to hold a joint peace conference, requested that it be organized within the framework of the Committee. He also indicated his Government's reservations to the organization of the event in South Sudan.

IV. Status of the Joint Border Verification and Monitoring Mechanism

23. The monitoring and verification activities of the Joint Border Verification and Monitoring Mechanism remained suspended as a result of South Sudan's continued

disagreement with the location of the centreline in two areas of the Safe Demilitarized Border Zone and its link to the proposed border crossing corridors. South Sudan's decision of 22 November 2013 to temporarily suspend its participation in the Mechanism has not yet been revoked.

24. On 21 March, UNISFA wrote to the Defence Ministers of the Sudan and South Sudan, as well as President Thabo Mbeki, Chairperson of the African Union High-level Implementation Panel, recommending the convening of an extraordinary meeting of the Joint Political and Security Mechanism, under the auspices of the Panel, to address concerns regarding the link between the opening of the border crossing corridors, and the centreline and centreline coordinates of the Safe Demilitarized Border Zone, and thereby allow the resumption of the operations of the Joint Border Verification and Monitoring Mechanism. The Panel has not yet responded to this request.

25. Meanwhile, 34 national monitors from the Sudan, 31 from South Sudan and 21 international military observers from UNISFA remain deployed at the headquarters of the Mechanism and sector headquarters in Kadugli (Southern Kordofan State, Sudan), waiting for the Mechanism to resume its operations. Two monitors from South Sudan and three UNISFA monitors are also deployed to the sector headquarters in Gok Machar (Northern Bahr el-Ghazal State, South Sudan). In addition, one platoon from the advance party of 117 personnel of the Force Protection Unit is being deployed at the Mechanism's sector headquarters in Gok Machar, principally to ensure the security of the personnel, premises and assets of the Mechanism there. The schedule of deployment of the remaining personnel of the Force Protection Unit of UNISFA remains to be determined pending the reactivation of the operations of the Mechanism.

26. Route verification and clearance operations of the United Nations Mine Action Service continued in the Mechanism's Sector 1 area to support operations from Gok Machar to the UNISFA headquarters in Abyei. Mine action teams completed 10, 19 and 141.32 km respectively of route survey, route verification, and route clearance on the priority mission route linking the two headquarters. Training for patrol support teams for the Mechanism continued during the reporting period to ensure full operational readiness as soon as orders are received to commence ground patrols. In addition, the teams remain on standby for emergency mine action tasks in their areas of responsibility.

V. Humanitarian situation

27. United Nations agencies and non-governmental organizations continued to provide assistance and basic services to approximately 81,000 Ngok Dinka beneficiaries in the Abyei Area, including health, nutrition, water, education, and public infrastructure rehabilitation, filling the gap left by the administration vacuum and lack of remittances from the two Governments for public services. In addition, humanitarian assistance in the form of food and non-food items was provided to around 7,000 newly displaced persons from South Sudan, stretching available resources to the limits.

28. Humanitarian access continued to be hampered by both Ngok Dinka and Misseriya community members. United Nations contractors and staff of international non-governmental organizations were threatened by Ngok Dinka

individuals and prevented from accessing and executing their tasks in northern Abyei. On 26 March, employees of an International Organization for Migration (IOM) contractor, working in both the northern and southern parts of Abyei, were warned by two armed Ngok Dinka men not to continue work in northern Abyei and were given two days' notice to leave Abyei town. The contracted work in northern Abyei was abandoned and the South Sudanese contracted staff have since left the Abyei Area; the international staff are preparing to depart. Similarly, in March 2014, a non-governmental health organization was prevented by Ngok Dinka "authorities" from conducting a malaria prevention campaign in Misseriya-populated areas. On 24 March, IOM contracted staff were physically threatened by Misseriya community members in Soheib, leading to their immediate extraction by UNISFA forces.

29. The access of United Nations agencies, funds and programmes to the north of Abyei has continued to be hampered by lack of travel permits and authorization to transfer assets from Khartoum to Abyei.

VI. Deployment of the United Nations Interim Security Force for Abyei

30. On 12 May, the UNISFA military component stood at 4,098 of its authorized troop strength of 5,326 (see annex). UNISFA troops remain deployed in three sectors in accordance with the mission's conflict prevention and mitigation strategy. Platoon-size temporary operating bases are occupied by the troops for a designated period of time in specific areas, depending on the existing threats and security concerns. Areas inaccessible to ground patrols because of the lack of roads and tracks, mainly at the extremities of the eastern and western corridors, are monitored through regular aerial patrols. The inbound/outbound troop rotations of personnel from Ethiopian battalions 9 and 6 were completed from 15 February to 1 March. A total of 890 troops were repatriated to Ethiopia and 900 new troops arrived in the mission area.

31. Twenty-two of the 50 authorized members of the police component of UNISFA are deployed, headed by a Senior Police Adviser. Police personnel continued to provide advice and support to the UNISFA Head of Mission and the military component on matters of law and order and community security. During the reporting period, UNISFA police trained 34 members of the military component in public order management and cordoning of crime scenes.

VII. Mission support

32. The efforts of UNISFA to provide facilities and services to the troops before the onset of the rainy season continued during the period under review. This included upgrading the access road and the camp infrastructure of the Todach temporary operating base. In the next three months, the mission will focus on the Tajalei temporary operating base camp in order to complete the drilling of a water borehole, the construction of an access road and prefabricated structures for 150 soldiers currently being accommodated in tents. The light field engineering unit constructed a helipad adjacent to the camp and completed the construction of a bridge at Ayony Thok, which will connect the central and south sectors and serve as

an alternative to the main supply route. The site clearance and filling of the Athony airstrip area is also in progress.

33. Work is also under way to complete the logistical operationalization of the Kadugli and Gok Machar sector headquarters of the Joint Border Verification and Monitoring Mechanism to enable the final deployment of the Force Protection Unit to those locations. Accordingly, in Gok Machar, the accommodation areas are being prepared and the supporting structures, including provision of information technology and fuel services, have been completed. In Kadugli, the construction of the camp indirect fire shelter has been completed.

34. Ngok Dinka community members continued preventing United Nations contractors from the Sudan from carrying out their operations in the Abyei Area. This included harassing contracted staff and confiscating United Nations property. In several cases, Ngok Dinka community members prevented internationally contracted drivers from using their vehicles, compelling mission military drivers to do so. Despite the best efforts of UNISFA in engaging the Government of South Sudan on this issue, the matter has yet to be resolved. This has delayed several of the mission's infrastructure projects and the delivery of essential services, which will exacerbate the logistical challenges with the onset of the rainy season.

VIII. Financial implications

35. The General Assembly, by its resolution 68/258 of 27 December 2013, appropriated the amount of $38.5 million for the maintenance of the Force for the period from 1 July 2013 to 30 June 2014, in addition to the amount of $307.1 million already appropriated for the same period under the terms of its resolution 67/270. Should the Security Council decide to extend the mandate of UNISFA beyond 31 May 2014, the cost of maintaining the Force would be limited to the amount approved by the General Assembly for the 2013/14 financial period.

36. As at 14 April 2014, unpaid assessed contributions to the Special Account for UNISFA amounted to $50.5 million. Total outstanding assessed contributions for all peacekeeping operations at that date amounted to $1,722.2 million. Reimbursement to the contributing Government for troop- and contingent-owned equipment costs has been made for the periods up to 28 February 2014 and 31 December 2013, respectively, in accordance with the quarterly payment schedule.

IX. Strategic review of the mandate of the United Nations Interim Security Force for Abyei

37. A strategic review of the UNISFA mandate was conducted from 11 to 25 April 2014 by an integrated team of the Secretariat, UNISFA, and Abyei-based representatives of the Office for the Coordination of Humanitarian Affairs and the United Nations Development Programme. Representatives of the Ngok Dinka and Misseriya communities, senior officials from the Governments of the Sudan, South Sudan and Ethiopia, officials of the African Union Commission and the African Union High-level Implementation Panel, representatives of the humanitarian and United Nations country teams in Khartoum, Juba and Abyei respectively, and other

international partners and civil society representatives, were consulted during the review.

Abyei

38. The conflict over Abyei still has the potential to bring the Sudan and South Sudan back to war. The political processes, which were designed to resolve the dispute over its final status and restore confidence between the Ngok Dinka and Misseriya communities, are now in total paralysis. For over a year, the parties have been unable or unwilling to make any compromise to move forward with the implementation of the Agreement of 20 June 2011 and the resolution of the final status of Abyei on the basis of the proposal submitted to the parties by the African Union High-level Implementation Panel in September 2012. As a result, the political and security situation on the ground has seriously deteriorated and could become untenable during the next dry season and 2014/15 migration cycle.

39. Both the Sudan and South Sudan informed the review team that they were content with UNISFA and its performance. Sudanese officials declared their support for the renewal of the mission's mandate, and requested that the military component be better supported, that the national staff and independent contractors from the Sudan be brought back to Abyei, that Sudanese contractors be allowed to operate in the area, and that more pressure be placed on South Sudan to implement the Agreement of 20 June 2011. South Sudan Government representatives reiterated their commitment to resolve the Abyei dispute amicably, consistent with the Abyei Protocol of the Comprehensive Peace Agreement, and to maintain good relations with the Government of the Sudan, despite differences over its implementation. They emphasized, however, that the Agreement of 20 June 2011 had been superseded by events.

40. South Sudan maintained that, while the advantages of having a single troop-contributing country — Ethiopia — were unquestionable and should be preserved, the mission should be strengthened, with stronger civilian components to include human rights monitoring and reporting, and support to community policing and rule of law institutions. They recommended that UNISFA be mandated to take over the security of the Diffra oil installations, allowing the withdrawal of the Sudanese oil police units, and to manage the 2 per cent of the oil revenue earmarked for Abyei institutions in the Abyei Protocol of the Comprehensive Peace Agreement. They also requested that resources available to the mission be increased to develop the territory's road infrastructure, thereby increasing coverage of the area and allowing the return of internally displaced persons, and that more employment opportunities and contracts be allocated to Ngok Dinka.

41. Ethiopian Government officials stated to the review team that the agreement under which they had agreed to deploy troops and participate in the stabilization of Abyei was no longer respected by the parties, resulting in an unsustainable situation. They emphasized that more efforts have to be made by the African Union and the United Nations to revive the political process related to the joint management of Abyei, and that the parties, in particular, need to resume their cooperation to establish law and order, administration and inter-communal mechanisms. Should these steps not be taken, they indicated that Ethiopia would need to reconsider its military commitment to UNISFA.

42. In view of the above, the review team assessed that four options were available in considering the renewal of the mandate of UNISFA:

Option 1

The first option would be the withdrawal of UNISFA. The mission was created to support an agreement which, over the past three years, neither party has taken the required action to fully implement. In the light of the discussion with the parties, the review team assessed that the parties are unlikely to come together in the medium term to complete its full implementation. In the absence of political will on the part of the two Governments to cooperate and assist the mission in managing the Abyei situation, UNISFA could simply be withdrawn. It is assessed that this could lead to the deployment of forces from both countries in the Abyei Area, at great cost to the civilian population of the two communities, who would most likely be displaced yet again. All the progress made to rebuild Abyei since July 2011 would be lost and the polarization between communities would reach a new peak, with the high risk of destabilizing cross-border areas between Warrap and Unity States and Southern Kordofan. Under this scenario, the likelihood of escalation to open conflict between the two countries would be high.

Option 2

The second option would be maintaining the status quo. This option would have the benefit of containing violence in the short run but, during the coming dry season and the 2014/15 migration cycle, UNISFA would have to once again establish a disengagement area between the Ngok Dinka and Misseriya communities and de facto partition the territory. This would further frustrate both communities as the Misseriya would not be able to migrate through the usual corridors and the Ngok Dinka would not be able to resettle in their places of origin throughout the Abyei Area. Incidents and tensions would increase, as well as hostilities and attacks against the mission. As indicated, Ethiopia may reconsider its contribution to UNISFA. As a result of the increased tensions, the gains made in the past three years would progressively be lost. The strategic objective of UNISFA — consolidating a political and security environment in Abyei conducive to the resolution of the final status — would become more and more difficult to achieve, with no exit option in sight for the mission.

Option 3

The third option would involve the executive authority of the United Nations to implement the Abyei proposal of September 2012 of the African Union High-level Implementation Panel. Should the Security Council decide to provide the United Nations with the executive authority to administer and implement the Panel's proposal, with the consent of the Governments of both the Sudan and South Sudan, the Organization would face high risks. It would have to take responsibility for all decisions as well as possible incidents and blockages in the process. Both communities are likely to contest the modalities of implementation of the eligibility criteria included in the Panel's proposal and use this to challenge the process and subsequently its outcome if it does not satisfy their respective aspirations. This scenario would most likely lead to an increase in tensions between communities, undermining the chances for a peaceful resolution of the dispute over Abyei.

Option 4

The fourth option would consist of supporting the resumption of community dialogue and administration by the communities under the supervision of the Abyei Joint Oversight Committee. While the Governments of the Sudan and South Sudan may not be in a position to make the necessary compromises over the resolution of the final status of Abyei in the near future, they should, as a minimum, commit themselves to cooperating and working jointly with UNISFA to address current challenges in the Abyei Area, particularly in regard to law and order, administration and community dialogue. Pending an agreement on the resolution of the final status of Abyei and in the absence of agreement for the establishment of joint administration, both Governments may nevertheless be able to accept and implement other key provisions of the Agreement of 20 June 2011 and the Abyei Protocol of the Comprehensive Peace Agreement, which is necessary to prevent the ongoing deterioration of the situation. This would include the full withdrawal of all armed Government units from the Abyei Area; the resumption of the Joint Oversight Committee meetings; supporting the organization of a Misseriya-Ngok Dinka inter-communal peace conference without any preconditions; contributing the 2 per cent of revenue from oil resources for the Abyei Area into a trust fund dedicated to early recovery and the creation of a common economic zone.

43. Of the above options, option 4 is the one most likely to contribute to consolidating peace and security in Abyei and, at the same time, strengthen the possibility of a peaceful resolution of the dispute over the final status of the territory. This would also offer an exit strategy for the mission. The implementation of this option is contingent, however, on the resumption of political dialogue and an agreement between the Governments of the Sudan and South Sudan over the implementation of some aspects of the Agreement of 20 June 2011 and the Abyei Protocol, facilitated by renewed engagement of the African Union High-level Implementation Panel, or an agreement with the African Union and the parties that an alternative mechanism be put in place to achieve this result.

Joint Border Verification and Monitoring Mechanism

44. Since March 2014 and the escalation of the South Sudan conflict, including the targeting of the oil installations by SPLM in opposition, accusations by the two countries of the other's support to their respective rebellions have resumed, with concern over military activities in the border areas. Both Governments stated to the review team their interest in establishing the Safe Demilitarized Border Zone and operationalizing the Joint Border Verification and Monitoring Mechanism, to restore confidence through active patrolling and verification of the presence of any armed forces, including rebel groups, in the Zone. However, unless a compromise is reached to implement the most significant and urgently needed aspects of their border security agreement, that is the establishment of the Safe Demilitarized Border Zone, there is no justification for the United Nations to continue investing in developing the infrastructure of the Mechanism or to deploy troops for its protection. There are thus three options with respect to UNISFA support to the Mechanism:

1. Withdrawal — all international monitors would be withdrawn, the advance party of force protection already deployed would be repatriated to Ethiopia and all construction work would be stopped and the equipment removed;

2. The maintenance of a skeleton presence to secure the investments made, pending the reactivation of the Mechanism — the international monitors would be withdrawn, the construction work would be stopped and only the bare minimum of the force protection elements already deployed would be maintained to protect the sites already built with their equipment;

3. The completion of the infrastructure necessary to establish the initial operating capability and deployment of the additional elements of the Force Protection Unit.

45. Sustaining the upkeep of the monitors and pursuing infrastructure development for the establishment of the initial operating capability is a viable option if the parties resume their cooperation and the implementation of their agreements, starting with breaking the deadlock over the zero line coordinates of the Safe Demilitarized Border Zone. This may also require a resumption of political engagement by the African Union High-level Implementation Panel, or an agreement with the Governments of the Sudan and South Sudan and the African Union, for the establishment of an alternative mechanism to sustain the political dialogue over border security.

X. Observations and recommendations

46. The lack of cooperation between the Governments of the Sudan and South Sudan in implementing the Agreement of June 2011 has created an untenable situation, which is likely to erupt into violence during the next dry season and the 2014/15 migration cycle. The presence of armed forces from South Sudan and militia from the Sudan for much of the reporting period has already posed a significant threat to security and stability in the Abyei Area and has led to a dangerous increase of criminality. While I appreciate both Governments' commitment to redeploying the forces and militia out of the Abyei Area, SPLA/South Sudan police armed personnel and Diffra oil police units remain deployed in the area today, while Misseriya militias from the Sudan have repeatedly entered the territory. I strongly urge both Governments to immediately withdraw these units and prevent the entry of militias into the Abyei Area in accordance with the terms of their agreements. There cannot be any exception to this course of action.

47. Abyei cannot remain in a total vacuum of joint administrative and law and order arrangements necessary to meet the challenges of the current situation. The recent escalation of tensions and multiplication of incidents within the Abyei Area has greatly increased the presence of weapons among the Abyei communities. This has, in turn, fuelled insecurity, criminality and the hostility between them. This insecurity has inhibited the provision of basic services to the communities and forced the mission to establish a disengagement area, which prevented the Misseriya nomads from migrating southwards and the Ngok Dinka from resettling in their villages in the northern part of Abyei. It is imperative that the Governments of the Sudan and South Sudan resume meetings of the Abyei Joint Oversight Committee and expeditiously agree with the communities on a small arms control mechanism to make the Abyei Area "weapons free", in accordance with the Committee's resolution of 3 May 2013.

48. Much of the tensions between communities could be addressed if the Ngok Dinka and Misseriya traditional leaders were able to meet and discuss the modalities to find closure over the assassination of the Ngok Dinka paramount chief. They should also be able to agree on a mechanism to address incidents, cattle-rustling and the criminality affecting their relations. I appeal to the Governments of the Sudan and South Sudan to support the efforts of UNISFA to facilitate such a meeting and ensure that it is held at the earliest possible time, without preconditions. I also call on both Governments to ensure that all United Nations staff, contractors and humanitarian organizations operating in the area are accorded unhindered freedom of movement.

49. The security situation in the Abyei Area is becoming untenable in the absence of constructive political dialogue between the parties, and cooperation between national interlocutors from the two countries, necessary to provide the minimum support for UNISFA and the humanitarian and the United Nations country teams to implement their mandates. The current trends have to be reversed. Similarly, in the absence of compromise over the establishment of the Safe Demilitarized Border Zone, there is no justification for continuing to invest in supporting the Joint Border Verification and Monitoring Mechanism.

50. In view of the above, and the options and political analysis outlined in section IX of this report, I seek the endorsement of the Security Council in pursuing option 4 related to Abyei, that is supporting the resumption of community dialogue and administration by the Abyei communities under the supervision of the Abyei Joint Oversight Committee. I also seek the endorsement by the Council of option 2 for the Joint Border Verification and Monitoring Mechanism, that is the maintenance of a skeleton presence of the Force Protection Unit to secure the investments made, pending the activation of the Mechanism. In this connection, I recommend that the Security Council consider a four-month technical rollover of the mandate of UNISFA. During this period, an assessment will be conducted of the mandate and operational requirements related to the implementation of option 4 for Abyei. The Secretariat will also use this period to further consult the parties, the Government of Ethiopia and the African Union on the possibility and requirements for this option to be implemented and its sustainability. Should there be no interest from the parties in supporting option 4, the Council would have to engage them in finding a different course of action and support system.

51. I should like to stress that the United Nations alone cannot implement an agreement and preserve peace and stability in Abyei if the Governments of the Sudan and South Sudan do not want to. It is imperative that the parties recommit themselves to resolving the current paralysis in earnest in the coming four months.

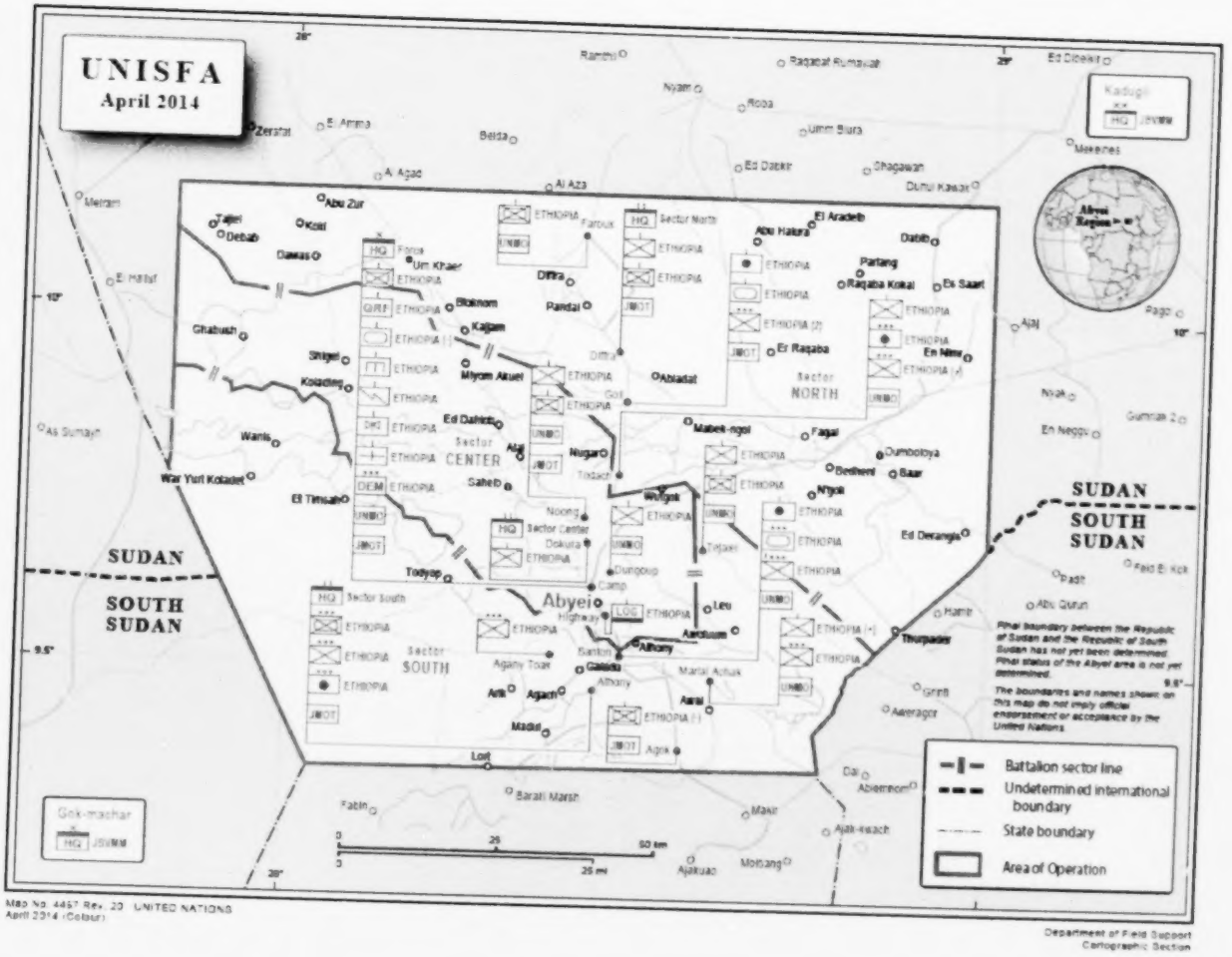
52. In conclusion, I wish to express my appreciation to the UNISFA Head of Mission and Force Commander, Lieutenant General Yohannes Tesfamariam, and his team for their sustained efforts to enhance peace and stability in the Abyei Area, despite many challenges, and to support the parties in the implementation of their border security agreements. I also wish to thank my Special Envoy for the Sudan and South Sudan, Haile Menkerios, for his assistance to the mission in engaging with the parties and trying to prevent any escalation of violence in the Abyei Area.

Annex

Composition of the United Nations Interim Security Force for Abyei military component (including the Joint Border Verification and Monitoring Mechanism)

Country	*Description*	*Personnel*	*Total*
Benin	Experts on mission	3	4
	Contingent troop	1	
Bolivia	Experts on mission	3	4
	Contingent troop	1	
Brazil	Experts on mission	3	5
	Contingent troop	2	
Burkina Faso	Experts on mission	1	1
Burundi	Experts on mission	1	1
Cambodia	Experts on mission	3	3
Ecuador	Experts on mission	1	2
	Contingent troop	1	
El Salvador	Experts on mission	1	1
Ethiopia	Experts on mission	78	4 014
	Contingent troop	3 936	
Ghana	Experts on mission	3	5
	Contingent troop	2	
Guinea	Experts on mission	1	1
India	Experts on mission	2	4
	Contingent troop	2	
Indonesia	Experts on mission	1	2
	Contingent troop	1	
Kyrgyzstan	Experts on mission	1	1
Malawi	Contingent troop	1	1
Mali	Contingent troop	1	1
Malaysia	Experts on mission	1	1
Mongolia	Experts on mission	1	1
Mozambique	Experts on mission	1	1
Namibia	Experts on mission	3	3
Nepal	Experts on mission	3	5
	Contingent troop	2	
Nigeria	Contingent troop	2	5
	Experts on mission	3	
Paraguay	Experts on mission	3	4
	Contingent troop	1	
Peru	Experts on mission	2	4

Country	*Description*	*Personnel*	*Total*
Rwanda	Contingent troop	2	4
	Experts on mission	2	
Sierra Leone	Contingent troop	2	3
	Experts on mission	3	
Sri Lanka	Experts on mission	5	6
	Contingent troop	1	
United Republic of Tanzania	Contingent troop	1	1
Uruguay	Contingent troop	1	1
Yemen	Experts on mission	2	4
	Contingent troop	2	
Zambia	Experts on mission	1	2
	Contingent troop	1	
Zimbabwe	Contingent troop	1	3
	Experts on mission	2	
Total		**4 098**	**4 098**


UNISFA
April 2014
SUDAN
SOUTH SUDAN
Abyei
Sector NORTH
Sector CENTER
Sector SOUTH
Sector North
Sector Center
Sector South
Battalion sector line
Undetermined international boundary
State boundary
Area of Operation
Final boundary between the Republic of Sudan and the Republic of South Sudan has not yet been determined. Final status of the Abyei area is not yet determined.
The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations.
Map No. 4457 Rev. 20 UNITED NATIONS
April 2014 (Colour)
Department of Field Support
Cartographic Section

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Security Council

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Letter dated 9 May 2014 from the Secretary-General addressed to the President of the Security Council

I have the honour to refer to the communiqué of the twenty-fifth extraordinary session of the Assembly of Heads of State and Government of the Intergovernmental Authority on Development (IGAD) on the situation in South Sudan, in which the IGAD Heads of State urged the parties to the conflict to comply fully with the Cessation of Hostilities Agreement signed on 23 January 2014. In the same communiqué, the Heads of State requested the Security Council and the African Union Peace and Security Council to provide all necessary support for the deployment of a Protection and Deterrence Force as part of the Monitoring and Verification Mechanism established under the Cessation of Hostilities Agreement. Thereafter, I received a letter dated 8 April 2014 addressed to me by the Chair of IGAD, Mr. Hailemariam Desalegn, Prime Minister of Ethiopia, in which he recalled the request by IGAD for Security Council and African Union Peace and Security Council support to the Monitoring and Verification Mechanism and further requested the support of the United Nations for the deployment of the Mechanism.

Further to the IGAD communiqué of the twenty-fifth extraordinary session, dated 13 March 2014, and the letter of 8 April 2014 from the Chair of IGAD, the United Nations, in coordination with the African Union, has consulted IGAD on the type of support required for the deployment of the Protection and Deterrence Force. On 5 May 2014, the United Nations received a proposal from IGAD outlining the concept of the Protection and Deterrence Force for the Monitoring and Verification Mechanism.

The Secretariat is presently examining this proposal and in the coming days should be in a position to provide recommendations to the Security Council.

As you are aware, Mr. Salva Kiir, President of South Sudan, and Mr. Riek Machar met today, 9 May 2014, in Ethiopia, where they signed the Agreement to Resolve the Crisis in South Sudan. The United Nations Mission in South Sudan (UNMISS) may be called upon to provide security for the monitoring and verification teams already deployed in Bor, Bentiu and Malakal.

Pending the decision of the Security Council on the request of IGAD, I request the Council to consider endorsing the provision by UNMISS of security to the monitoring and verification teams on an interim basis and within its existing capabilities.

(*Signed*) **BAN** Ki-moon

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Letter dated 14 May 2014 from the President of the Security Council addressed to the Secretary-General

I have the honour to inform you that your letter dated 9 May 2014 (S/2014/337) concerning the preliminary assessment of the request by the Intergovernmental Authority on Development (IGAD) for the support of the United Nations for the deployment of the Monitoring and Verification Mechanism has been brought to the attention of the members of the Security Council. They take note of the information contained in your letter and the intention expressed therein.

(*Signed*) **Oh** Joon
President of the Security Council

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